



UNCHS (Habitat), Bamyan

AFG/96/005/ Rebuilding Communities in Urban Afghanistan

**PROJECT STATUS REPORT**  
**(30 March 2000)**

**Grantee:** UNCHS (Habitat)

**Grant Number:** AEP – G – 00 – 99 - 00064 - 0

**Project Title:** Supporting the development of local systems of governance  
(Bamyan, Afghanistan)

**Issued on:** 25<sup>th</sup> April 2000

**Addressee:** ANE Co-ordinator  
Centre for Democracy and Governance  
Room 3.10 Ronald Reagan Building  
Agency for International Development  
Washington DC 20523-3100

**Status Report (March 2000)**  
**Supporting the development of local systems of governance**  
**(Bamyan, Afghanistan)**

## **1. Introduction**

This report is a first progress report at 30<sup>th</sup> of April 2000 of the project *Supporting the development of local systems of governance*.

The grant effective date is September 30, 1999. However, the first advance was accessed and the full-scale implementation of the project started in April 2000.

This report also highlights activities, which were preparing the ground for this specific project, and took place funded under another OFDA grant and by other donors (UNDP, ECHO), in the past months. As the situation in Bamyan evolved quickly since the initial proposal was written, there is a need to revise slightly the activities of the project, though the overall objectives would remain unchanged.

## **2. Background and current situation in Bamyan**

The central highlands of Afghanistan have been one of the most affected areas by war in the last two years. Trade routes to the south were cut by a Taliban blockade in 1997 and to the North by insecurity along the road. Since then till May 1999, several periods of fighting have resulted in much destruction and killing. Houses were burnt, crops and livestock destroyed, and those civilians who survived the fighting lost nearly everything.

As the military situation stabilised in spring 1999, the civil population began to come back from surrounding areas where they had taken refuge. When they could afford it, people started rebuilding houses and tried to restore productive assets. Many people, especially community leaders, are however still displaced.

During summer and fall 1999, when security situation allowed, humanitarian assistance to Bamyan was restored, but aimed mainly at meeting emergency needs of the population, for food and shelter: free food distribution (WFP – Solidarités), cloth, blankets, and kitchen utensils distributions (UNHCR, ICRC, Solidarités), cash-for-work programmes (ECHO – Solidarités). UNCHS (Habitat) requested OFDA to modify their ongoing grant, and with their agreement, could implement an emergency shelter rehabilitation of 1,600 houses before the onset of winter. UNCHS (Habitat) also implemented an emergency production of quilts by widows and vulnerable women, paid in cash for work (ECHO).

### 3. Objectives

The objective of the project *Supporting the development of local systems of governance* is to build up the capacity of communities in Bamyan to manage and govern their own affairs through the establishment of Community Fora, including systems of governance, income – generation projects, and supply of basic social services.

This objective remains unchanged. All activities of the shelter and the cash-for-work projects were implemented to converge towards this objective, and not weaken the community organisation already in place.

### 4. Project Activities: ongoing activities and requested modifications

#### 4.1 Re-establishment of Dara Sadat and Sar Asyab Community Fora

Both Community Fora were first established in 1997 and 1998. Due to the military situation, most of the population of these areas had to flee Bamyan in 1998. Sadly, many elders, especially in Sar Asyab, an area located very close to Bamyan city and considered as strategic, were killed or jailed. As a consequence, both Community Fora suspended their activities.

When the situation allowed, in both locations, activities resumed. New Consultative Boards were established, and new Management Teams selected. In both locations, the Management Teams are constituted of men, as the Taliban authorities would not allow official employment of women. However, women take part in many activities and consultations, but the consultation and representation mechanisms are less formalised than that of men's.

In Sar Asyab Community Forum, three activities were started:

- purchase of two ploughing oxen. The oxen are used by farmers, who rent them from the Community Forum, at a cheaper rate than the market. They are taken care of by the farmers who rents them for the day;
- Carpentry workshop. The carpentry workshop produces doors and windows, for the private market as well as for the ongoing shelter projects;
- Education courses. The Community Forum plans to start primary education courses in spring, but has difficulty finding a teacher.

In Dara Sadat Community Forum, two activities were started:

- establishment of a carpentry workshop;
- establishment of primary education and English classes.

Both Community Fora took an active part in several emergency projects: shelter rehabilitation, food distributions, cash-for-work projects. Those projects involve both men and women.

## 4.2 Establishment of 10 new Consultative Boards in Bamyan district

The activities described below do not belong to this specific project, but have been implemented under different funding. They are mentioned here because they directly contribute to the realisation of the objective of the grant, and justify the request of a budget modification.

Initially, UNCHS (Habitat) planned to work with 10 communities only. However, as all the population of the district was victim of the fighting and looting, it would have been unfair to work only with a few selected communities, especially for relief programmes. On the other hand, it quickly appeared that the Community Fora established in 1997 and 1998, though disorganised by population displacement and looting, were still able to be efficient partners for relief agencies, for instance by helping to establish population and beneficiary lists, or to organise distributions in villages. In the case of the shelter project, each Community Forum was able to identify precisely the needs and to adjust the 'package' (number of beams, size of doors and windows) to the exact need of the families in a very short time.

A consultation started with representatives from all the valleys of the district, to establish similar systems of governance in the whole district, and make sure that all villages were included in this system of governance. One of the problems in the district is the fact that many villages are not officially registered and mapped, and therefore tend to be forgotten from distributions. The representatives of the community expressed their wish to organise the whole district with the Community Fora system of governance, even if the actual activities of the Fora started later on. Thus, it was agreed to establish the 'governance' part of the Fora first (community meetings, establishment of a Consultative Board) and then, if funding becomes available, to start the education, businesses and services activities. Some Fora have collected private money from villagers to start projects, such as group purchase of seeds and food.

Twelve representatives were selected, and did an extensive survey of the villages and populations. A general meeting of elder's from all locations of the district then agreed on the boundaries and 'constituency' of each Community Forum. It was agreed to create 16 Community Fora. Rules to elect a Consultative Board were agreed upon, as well as rules to select representatives to the CFDO (Community Forum Development Organisation) regional board. The CFDO is the support network of all Community Fora in Afghanistan, and is organised at the regional and national levels. The CFDO regional board thus became a valid interlocutor for relief agencies. Solidarités, the main relief actor in Bamyan, is regularly consulting with the CFDO regional board on implementation of relief projects, needs of the population and ways to address them. For instance, Solidarités negotiated the implementation mechanism of cash – for – work small irrigation works with the regional CFDO board, who then consulted with their own Consultative Board, in each Community Forum, before gathering again and signing a final agreement with Solidarités. With the help of Solidarités relief team and CFDO staff, the Community Fora are keeping updated lists of the population in their area, and the beneficiaries of different projects. This enables agencies to avoid overlapping and increase fairness across different distributions. In the same way, the ECHO funded production of quilts by widows was organised through the 16 Consultative Boards and the regional CFDO board: they decided of the number of beneficiaries in each zone, the criteria of beneficiary selection, the criteria and selection process of women supervisors.

These consultation and decisions mechanism are a positive alternative to direct confrontation with local commanders and military authorities, and a way to ensure a direct participation of the communities in aid and the way it is allocated.

As the Taliban militia is administering the district, it was not possible to start establishing Women Consultative Boards and Management Team yet. However, it was possible to carry out many activities for women, especially in the remote valleys. The CFDO team was able to organise many meetings with women, to consult on the implementation mechanisms of the widow project. These women meetings were the place to decide the criteria for the selection of vulnerable women, to select supervisors and to decide implementation mechanisms. This is a first base for more consultation and mobilisation. However, there is a need for more training, both for men and women, to establish mechanisms of consultation of both men and women and common decision making. The men's Consultative Board remain the front façade of the Community Forum, and the political interlocutor of the authorities, but they need to build mechanisms to include officially and effectively women in their consultation mechanisms.

### **4.3 Modification of planned activities**

UNCHS (Habitat) requests the modification of the activities planned in the initial project document, to adapt them to the current situation. Attached is a modified budget sheet. Modifications are within programme lines only, and don't affect the project cost against operational cost ratio.

The requested modifications would be:

#### **4.3.1 To increase the number of Community Fora to be established**

The necessity of establishing more Fora has been described above. By enabling a geographical coverage of the whole district, the establishment of 16 Community Fora, amongst which 10 would be funded by this grant, allows the creation of both a system of local governance, and a seed for district governance. This is particularly important as ethnic issues are dividing the districts, and have been increased by past fighting and looting. There is still enormous resentment between Tadjiks and Hazaras, and the CFDO regional board offers a mechanism of co-operation and consultation between divided communities, and reducing the risk that relief becomes another cause of resentment and armed conflict.

Through the CFDO regional board, Community Fora are co-operating: they exchange ideas, skills, and projects. Recently, Community Fora established in 1998 and 1999 offered to lend money to new Fora until such time as some funding might become available, so that they could start small projects such as buying ploughing oxen or seeds in time for the planting season.

#### **4.3.2 To increase the training component**

The establishment of more Fora requires more training. Also, as the Community Fora are becoming a key player in the implementation of aid in the Bamyan district, they need to build quickly a strong operational capacity. This is a challenge in a district where most people are illiterate.

UNCHS (Habitat) and the CFDO have designed a participatory training programme aiming at building the capacity of the Community Fora Consultative Boards and Management Teams, in two steps: the Foundation Training outlines the basics of community organisation and the self help spirit; the Deepening Training focuses on participation, community consultation, leadership and team management.

The training programme is available to all Community Fora in Afghanistan, especially the newly established ones, that is women Fora in Farah and Herat, and Bamyan new Fora. The increase in the training budget would be a participation in training activities mixing participants from several regions, but focussing more particularly on the Consultative Boards (men), women representatives, and Management Teams from the Bamyan Community Fora.

#### 4.3.3. To reallocate the Community Investment Fund Programme

Though the Community Investment Fund Programme is still very much needed, we request to reallocate these funds to establishment of more Fora and training activities, and to postpone the Community Investment Fund for a later request for funding. The rationale behind this decision is the time required to build the capacity of the Fora to carry out such activities. At the date of this report, end of April, the Fora have established their governance structure, but have not started only a few projects out of their initial grant. According to previous experience, establishing several small-scale viable projects should take them about a year. Thus, it is preferable to invest the amount initially allocated to the second phase of the programme to establish more Community Fora, and thus be able to cover the whole district and strengthen the governance structure.

Moreover, the Community Fora are busy with the implementation of several projects funded by various relief donors: cash – for – work irrigation projects, widows quilt production, shelter rehabilitation. A proposal to OFDA for emergency funds, more adapted to the situation on the ground, has been deposited in February 2000. Requesting the Community Fora to implement immediately the Investment Fund Programme would be running the risk of overloading a mechanism that still needs to be strengthened without allowing enough time for consultation and capacity building.

## **5. Financial**

To date, a total of US\$ 110,400 has been authorised to the project to carry out various activities as per approved proposals.

## **6. Conclusion**

During that period of the last quarter of 1999 and the first quarter of 2000, many activities have been carried out that contribute to the global achievement of the objectives of the project, that is to establish local systems of governance. The first foundations of 16 Community Fora have been established, and a regional co-ordination network between those Fora is functioning. The Community Fora are taking an active part in most of the relief and development projects implemented in the district. The Fora are ready to start businesses, education activities and services.

**PROPOSED REVISION**

UNDP/ UNCHS (Habitat) AFGHANISTAN	COST ESTIMATES / ANALYSIS
PROJECT NO: AEP - G - 00 - 99 - 00064 - 0	Page : 1 of 1
PROJECT TITLE : Supporting the Development of Local Systems of Governance	

LOCATION : PROVINCE : BAMYAN	DISTRICT : BAMYAN
CONTRACT PERIOD : 30 Sept 99 - 30 March 2001	

PREPARED BY : Anne Lancelot	CHECKED BY : Samantha Reynolds
APPROVED FOR SUBMISSION: M. Mathema	

ELEMENTS / DESCRIPTION	QUANTITY	UNIT	UNIT COST (USD)	AMOUNT
International Staff	0.3	man month	7,500	2,250
National Staff	5.0	man month	780	3,900
Establishment of Community Forum in Toopchi	1.0	unit	9,900	9,900
Establishment of Community Forum in Haiderabad	1.0	unit	9,900	9,900
Establishment of Community Forum in Daudi	1.0	unit	9,900	9,900
Establishment of Community Forum in Shaedan	1.0	unit	9,900	9,900
Establishment of Community Forum in Fuladi I	1.0	unit	9,900	9,900
Establishment of Community Forum in Fuladi II	1.0	unit	9,900	9,900
Establishment of Community Forum in Duob	1.0	unit	9,900	9,900
Establishment of Community Forum in Lalakhel	1.0	unit	9,900	9,900
Establishment of Community Forum in Qarganato - Shiber.	1.0	unit	9,900	9,900
Establishment of Community Forum in Khalib Abad	1.0	unit	9,900	9,900
Re-establishment of Community Forum in Sar Asyab	1.0	unit	5,700	5,700
Re-establishment of Community Forum in Dara Sadat	1.0	unit	5,700	5,700
Community Forum Training	4.0	sessions	14,150	56,600
Office expendables		lumpsum		975
Flight costs	9.0	flights	875	7,875
Security costs		lumpsum		2,000
Transport / fuel cost / vehicle maintenance		lumpsum		2,000
Subtotal				186,000
Agency Support Cost (AOS)		lumpsum		14,000
<b>TOTAL DEMOCRACY FUNDS</b>				<b>200,000</b>

**Budget summary (according to Habitat budget lines)**

Description	UN Budget line	Amount (USD)
International staff	BL - 1100	2,250
National professional	BL - 1700	3,900
Subcontracts	BL - 2100	167,000
Expendables	BL - 4501	975
Operations	BL - 5100	11,875
Agency Support Cost	AOS	14,000
<b>TOTAL</b>		<b>200,000</b>

# ORIGINAL BUDGET

UNDP/UNCHS (Habitat) AFGHANISTAN		COST ESTIMATES/ANALYSIS	
PROJECT NO:	BAMDEMOC2.99	(Information Sheet)	
PROJECT TITLE:	Supporting the Development of Local Systems of Governance	PAGE :	1 OF: 1

SUBCONTRACT NO. AND TITLE			
LOCATION: PROVINCE:	Bamyan	CITY: Bamyan	DISTRICT:
TYPE OF WORK:	Establishment of Community Forums	GOZAR:	
CONTRACT PERIOD:			

Prepared by	Jess Oxidental	DATE OF PREPARATION:	09/09/99
Endorsed by	Samantha Reynolds	Approved by	Date

**TABLE: One (1)**

Item and Description	Quantity	Unit	Unit Cost (USD)	Amount (USD)
International Staff	0.3	man-months	7,500	2,250
National Staff	5.0	man-months	780	3,900
Establishment of Community Forum in Fatmasti	1.0	nos.	9,900	9,900
Establishment of Community Forum in Haiderabad	1.0	nos.	9,900	9,900
Establishment of Community Forum in Surkh Qul	1.0	nos.	9,900	9,900
Establishment of Community Forum in Shahidan	1.0	nos.	9,900	9,900
Re-establishment of Community Forum in Sara Asayab	1.0	nos.	6,200	6,200
Re-establishment of Community Forum in Dara Sadat	1.0	nos.	6,200	6,200
Community Forum Training	1.0	nos.	15,000	15,000
Community Forum Investment Funds	10.0	nos.	10,000	100,000
Office Expendables	lumpsum			975
Flight Cost (return trip)	9.0	flights	875	7,875
Security Cost	lumpsum			2,000
Transport/Fuel Cost/Vehicle Maintenance	lumpsum			2,000
<i>Subtotal</i>				186,000
Agency Support Cost (AOS) (about 7%)	lumpsum			14,000
<b>Total Funds</b>				<b>200,000</b>



TABLE: Two (2)

## Budget Summary (according to Habitat budget lines)

UN Budget Line	Description	Amount (USD)	Breakdown of US\$ 9,900 (Typical)	
			Description	Amount (USD)
BL-1100	International Staff	2,250	Operational cost & premises	2,000
BL-1700	National Professional	3,900	Fixtures and fittings	2,000
BL-2100	Subcontracts	167,000	Seed capital	2,500
BL-4501	Expendables	975	Community Revolving Fund	3,400
BL-5100	Operations	11,875		
AOS	Agency Support Cost	14,000		9,900

<b>Total Funds</b>	<b>200,000</b>
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AOS (Administrative and Operational Services) charge is retained by UNCHS (Habitat) headquarters to meet communication and HQ staff time cost.

TABLE Three (3)

UN Budget Line	Description	TOTAL Amount (USD)	FS270 Form: Explanation		
			JANUARY Amount (USD)	FEBRUARY Amount (USD)	MARCH Amount (USD)
BL-1100	International Staff	2,250	-	-	-
BL-1700	National Professional	3,900	975	975	585
BL-2100	Subcontracts	167,000	42,313	42,313	25,388
BL-4501	Expendables	975	244	244	146
BL-5100	Operations	11,875	2,968	2,968	1,781
AOS	Agency Support Cost	14,000	3,500	3,500	2,100
<b>Total Funds</b>		<b>200,000</b>	<b>50,000</b>	<b>50,000</b>	<b>30,000</b>